

Neighborhood Planning for Community Revitalization

Loring Park Neighborhood Boundary Study Adjustment Study

A CONSORTIUM PROJECT OF: Augsburg College; College of St. Catherine; Hamline University; Higher Education Consortium for Urban Affairs; Macalester College; Metropolitan State University; Minneapolis Community College; Minneapolis Neighborhood Revitalization Program; University of Minnesota (Center for Urban and Regional Affairs; Children, Youth and Family Consortium; Minnesota Extension Service); University of St. Thomas; and Minneapolis community and neighborhood representatives.

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**Center for Urban and Regional Affairs
University of Minnesota
330 Humphrey Center**

**Loring Park Neighborhood
Boundary Study Adjustment Study**

Conducted on behalf of
The Minneapolis Center for Neighborhoods

Prepared by
Ryan Holdorf, Undergraduate Research Assistant,
University of Minnesota
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LORING PARK NEIGHBORHOOD BOUNDARY ADJUSTMENT STUDY

Study prepared for the Citizens for A Loring Park Community (CLPC) and
as a resource for neighborhood organizations
By Ryan H. Holdorf

Undergraduate Research Assistant
Neighborhood Planning for Community Revitalization
Center For Urban and Regional Affairs
University of Minnesota
Minneapolis, MN

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NPCR
330 HHH Center
301 19th Avenue South
Minneapolis, MN. 55455
Phone (612) 625.1020
Email: npcr@freenet.msp.mn.us

**LORING PARK NEIGHBORHOOD BOUNDARY CHANGE STUDY
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EXECUTIVE SUMMARY

The purpose of this paper is to: 1) to describe when and how the neighborhood boundaries of Minneapolis were established; 2) to describe how the boundaries of the Loring Park Neighborhood were determined; 3) to present the processes that are necessary in order for Minneapolis neighborhoods to change their boundaries.

The Citizens for A Loring Park Community (CLPC) is engaged in a cooperative effort to identify how a neighborhood can make a boundary adjustment. To attain a clear understanding of the processes involved, it required that a closer look at Minneapolis' history of boundary changes were needed. The focus of this study occurs in two parts, the first part addresses who and how the first neighborhood boundaries were created. This includes information about how the boundaries of Loring Park were made. The second half of this document addresses an appropriate way to make a boundary adjustment and what potential effects may result from making a boundary adjustment. The intent is for this study to serve as tool for the Loring Park Neighborhood and other Minneapolis neighborhoods to understand how their environment was formed, and if desired, how to proceed with making a boundary adjustment.

Furthermore, a brief account of this study has identified Minneapolis neighborhood boundaries being officially recognized as early as 1959. At that time, Minneapolis planner Bob Engler was responsible for delineating the neighborhoods. Engler primarily used grade school attendance district areas as a framework for setting up neighborhood boundaries, second, he observed how natural features or physical structures defined a neighborhood, third, he looked at commonality of uses which refers to how one type of land use (a train yard adjacent to an industrial area) ended and a public park began. In addition, the Minneapolis Planning Commission drafted set of definitions in a publication called "Definitions of Minneapolis Communities and Neighborhoods" that helped planners distinguish two (as community and neighborhood are closely linked).

How the Loring Park Neighborhood's boundaries were created are described in terms of its natural boundaries. Natural boundaries can be defined as: clearly delineated changes in land use that make up boundaries. In most cases, because each location had its own distinct features, the delineation of a neighborhood was done on an individual basis. For

the Loring Neighborhood, Loring Park, the expanding grid of transit networks, and area land-uses helped to make the neighborhood what it is presently. Should a neighborhood choose to make a **boundary change**, four important steps must be taken:

- 1) A written letter from all official neighborhood organizations must be provided. This includes a letter of intent and reasons why the proposer wants to make an official boundary adjustment; in addition, a letter from affected neighborhoods by official neighborhood organizations stating approval is needed.
- 2) A letter from the proposing party stating to the best of their organizations knowledge, what possible effects may result from making the proposed boundary adjustment; in addition to a list of what possible measures can be used to mitigate the effects of the proposed change. It is also recommended that a list of alternatives be provided if possible.
- 3) An current Minneapolis Zoning Map showing the present and the altered boundaries is needed.
- 4) Submit a complete copy of the list aforementioned to the Minneapolis Planning Commission where it will go through a review process.

In addition, major concerns over making a boundary adjustment include: change in NRP dollars or image or perception of neighborhood or communities may change.

A Historical Context of the Loring Park Neighborhood's Boundaries

"The creation of neighborhoods, particularly before the automobile was in common use, was largely a function of where industries were located, where streetcar lines were developed and where developers decided to build. Industries in turn, are located where transportation is available to ship and receive raw materials" (The Alley, May, 1990).

I. HOW MINNEAPOLIS NEIGHBORHOOD BOUNDARIES WERE CREATED

Official recognition of Minneapolis neighborhood boundaries began in 1959. At this time, the City of Minneapolis planner Bob Engler drew neighborhood boundaries. Engler primarily used grade school attendance districts areas as a framework for setting up neighborhood boundaries. Second, he utilized natural features and/or physical structures to define neighborhood boundaries (hills, highways, roads, railroads and marshlands). For example, railroad tracks helped to distinguish geographical boundaries. For example, planners would observe by using maps by plain sight where one particular type of land use (a train yard adjacent to an industrial area) ended and a public park began, and

subsequently placed a boundary line between the two. A third criterion used to define boundaries was the commonality of uses. Commonality of use refers to how one type of land-use is predominant over all other types, hence contributing to the direction of neighborhood boundaries. Other major land-use areas such as industrial and commercial areas helped to determine the dividing lines went. For example, an area that was predominantly residential was separated from a neighboring industrial area (i.e. along the north Mississippi riverfront). In addition, one of the major concerns that helped delineate the boundaries of individual downtown neighborhoods was according to need. Close proximity to elementary school, work, public open space, and the commercial district were all major needs of neighborhood residents. In most cases, planners looked at each boundary formation on an individual basis. Because it seemed as if the diversity and needs of the people changed as fast as planners made policies, each case was situational, especially as the age of mass-transit and the automobile approached.

In order to help city planners distinguish a neighborhood from a community, a set of definitions was drafted "Definitions of Minneapolis Communities and Neighborhoods"

Communities

"...[A community] must have characteristics which cause it to substantially meet the following criteria:

1. It must have enough population to support a full cross-section of community services, i.e. schools, including a high school, a major shopping center, etc.
2. It must not be so large in size that it would be impractical for any portion to patronize reasonably located community facilities within it.
3. It must not be divided by major physical features in such a way as to prohibit effective internal circulation
4. Wherever possible, it should have easily identified boundaries.
5. Wherever possible, it should have a strong identifying feature or characteristic

It is intended that communities serve as the basic unit for general planning the City. As such, they will be the Commission's standard unit for field surveys, for data collection, tabulation and analysis, plan preparation and citizen participation."

Neighborhoods

"The term "neighborhood" is used to describe the basic sub-division of the community. Typically, a neighborhood covers an area which can logically be served by one elementary school. The term "neighborhood" is meant to apply to predominantly residential areas, though servicing institutions, schools and businesses serving day to day needs are included within neighborhood boundaries. The term may also be applied to such intensive, special use areas as industrial, commercial, and institutional districts."

[Excerpted from "Minneapolis Communities: Their Definition and Purpose". City of Minneapolis Planning Commission. Publication No. 107, Neighborhood Series No. 4 May 1959.]

II. NATURAL BOUNDARIES OF THE LORING PARK NEIGHBORHOOD

Natural boundaries can be defined as: Clearly delineated changes in land use that make up boundaries. When we look at the boundaries of the Loring Park Neighborhood, we see highways that run along the south and to the western sections of the neighborhood. Hennepin-Lyndale and the Interstate 94 West interchange are natural boundaries that distinguish the boundaries between the Loring Park Neighborhood and the Lowry Hill Neighborhood. To the east, Loring Park borders Minneapolis' metropolitan core, with an arbitrary dividing line at 12th Avenue North. It became commonplace for there to be an overlap in neighborhood boundaries. When this did occur, community-to-community coordination was required, in addition to close communication with city planners.

Until 1974, the City of Minneapolis had been using the "Model Cities" concept when planning its neighborhoods. The "Model Cities" was used as a tool to split up areas of land into units or "cells". Each unit evolved around a single anchoring institution (a school, church or town square). The purpose of this model was to aid planners with the rapid urban development that occurred during the 1950s. For example, by placing residential neighborhoods into standard units, parcels of land were made easier for city planners to lay down and manipulate (Kevin Lynch, 1998). However, Lynch states, "problems arise when the cell is tied to any particular facility." In addition, city planners began to see that Urban North Americans do not live that way, and do not grow according to the Model Cities concept. It was becoming apparent that people were likely to have a casual nodding acquaintances with a handful of next-door neighbors, but their important social contacts were with old friends, workmates, and kin, who were (and to a greater extent have become) widely scattered over the city. They shop in one community, use the school of another, go to church in a third; their interests were no longer local. (Lynch, 1998). Beginning in 1974, a program known as the Community Development Block Grants was established. Block Grants were designed to give the public more control over the expenditure of money from the federal government was spent on their neighborhoods, while adhering to minimum federal guidelines. In addition, the CDBG model then became the impetus for the first (officially recognized) neighborhood group known as the City Wide Community Advisory Council (CWCAC). The establishment of the CWCAC legitimized community and neighborhood boundaries, as well as developed a collective understanding of common issues at the local level.

As neighborhoods began taking more control and becoming informed, individual neighborhoods started acting on their own behalf. In the 1970's the Phillips Neighborhood was a large cluster of several neighborhoods including the present-day Powderhorn Neighborhood, with an approximate residential population of 56,000 people. During this time Phillips Neighborhood proceeded to make the following changes:

- 1) established that the Phillips community had a set of distinct problems relating solely to the Phillips Community
- 2) discussed with the City of Minneapolis planners if Phillips Neighborhood could make boundary changes
- 3) established that the majority of Powderhorn and other residents from the Phillips collective agreed to the appropriateness of the changes.

(Neet, 2-2000)

An important discovery worth noting is that in many cases, locating documents about specific boundary adjustments within the Minneapolis metropolitan area, are difficult to acquire. Often, historical accounts of Minneapolis boundary changes are "hear-say," and can be archived by means of an oral account from long-time residents. However to date, no hardcopy or on-line database exists that can provide historical documentation of Minneapolis neighborhood boundary changes.

III. PROCEDURE FOR MAKING A BOUNDARY ADJUSTMENT

Recent residential growth and development occurring in the North Loop district has prompted the Minneapolis Planning to establish a formal set of criteria for making a boundary change. The initiative stems from a recent proposal from new residents and developers to form a new neighborhood. However, no official set of criteria to date has been established to make an official boundary change.

Prior to making a boundary adjustment it is suggested that official neighborhood groups seeking to make an adjustment take the following precautions:

- Inform your city council member of your intent
- Develop a timeline up to submission of intent to planning commission
- Educate your neighborhood and affected official neighborhood groups of progress (i.e. hold a public forum or neighborhood meeting)
- Draft a list of questions for a neighborhood survey (affected areas, residential and and commercial)

By historical analysis of available Minneapolis neighborhood boundary changes and consultation from the Minneapolis Planning Department, I have outlined an appropriate procedure for making an official boundary adjustment:

1. A written letter from all official neighborhood organizations must be provided. This includes a letter of intent and reasons why the proposer wants to make an official boundary adjustment. In addition, a letter from affected neighborhoods by official neighborhood organizations stating approval is needed.

2. An official neighborhood boundaries map showing the present neighborhood boundaries, in addition to a copy of the same map clearly marking the proposed boundary adjustment.
3. A letter from the proposing party stating to the best of their knowledge, what possible effects may result from making the proposed boundary adjustment. In addition, a list of what possible measures can be used to mitigate the effects of the change. It is also recommended that a list of proposed alternatives be provided.
4. Submit a complete copy of the list aforementioned to the Minneapolis Planning Commission where it will go through a review process.

Currently, the Minneapolis Department of Planning is drafting list of processes for making neighborhood boundary adjustment. Working with the Minneapolis Planning Department, I have outlined an appropriate procedure for making a boundary adjustment. In addition, a complete copy available to the public is expected by the end of Summer 2000.

IV. DISCLOSURE OF CHANGING NEIGHBORHOOD BOUNDARIES

There are some different things that could happen from making boundary changes. One concern is that of NRP funding. Brett Feldman, NRP Communications Specialist states:

...A neighborhood's NRP funding could be affected if neighborhood boundaries were changed. However, to date there is no precedent for such a situation. The reason funding could be affected is due to the way the NRP funding allocation formula is applied to neighborhoods. The allocation formula takes into consideration the following variables; 1) The size of the neighborhood population; 2) An index of low economic status, based on average income; 3) The number of dwelling units in the neighborhood; and 4) The number of dwelling units owned by absentee landlords (Feldman, 3-00).

As an alternative, some neighborhoods have joined together and chosen to establish NRP fiscal agent for several neighborhoods. For example, the Hale, Page, and Diamond Lake neighborhoods established the Hale, Page, and Diamond Lake Community Association as the fiscal agent for the three combined neighborhoods. That means the three neighborhoods NRP allocations are lumped together, and one plan is created for all three neighborhoods. Other Neighborhoods such as Prospect Park and East River Road set up a planning document in cooperation with NRP in 1993 that split their neighborhood into eight parts. The purpose of this action is to assure representation from a diverse group of neighborhood interests.

Two statistical trends published by the Minneapolis Planning Commission (1990 U.S. Census, Minneapolis Planning Commission) provide a general idea of what type and where land-use changes will occur over the next ten years. First, the demand for housing in downtown Minneapolis has historically been generated, primarily due to the growth in downtown employment. In the mid-1980s Minneapolis experienced growth in the job market, and as a result the city responded by absorbing an average of approximately 275 units of market-rate housing for every one million square feet of additional occupied office space (Minneapolis Planning Department, 1996). The combination of the two phenomena suggest that commercial areas within downtown that experience the greatest amount of growth, will require an additional workforce with a diverse amount of housing needs. Hence, the diverse amount of residential units that do exist and are thought to reside within a single neighborhood, may be found overlapping into other neighborhoods. For the purposes of this study, by adjusting the boundary of the Loring Park Neighborhood, its residents may diversify its housing population, while to some degree contributing to a sense of homogeneity within its housing stock. Some benefits of the proposed adjustment will be additional housing options for those looking to live in the Loring neighborhood, in addition to changing the image of affected businesses to that of the image associated with the neighborhood. Drawbacks for this adjustment may be that the additional housing options are not affordable to the majority of the residents living in the Loring Park neighborhood. Other drawbacks may include that the majority of the residents and business owners affected by the boundary adjustment view themselves as more apart of the downtown community or that by introducing additional territory to the neighborhood, it may change (over time) the image of the Loring Park neighborhood. In general, considerations to business practice, image(s) associated with businesses or housing may alternatively affect the image(s) of the neighborhood.

Another concern when adjusting the boundaries of any neighborhood, is that there may be issues concerning peoples mental image or perception of what the neighborhood is like. This may have a more profound impact upon the neighborhood in the long-run. In the case of expanding a neighborhoods boundaries, the introduction of environmentally foreign land-uses (i.e. physical, commercial, residential) have the potential to change peoples understanding of their surroundings. Not only may the perception of a neighborhood change, but also the way people live their lives within the neighborhood. For example, while doing research for this paper, I noticed how most of the Downtown Neighborhoods had made available (printed and/or on the Internet) neighborhood resource guides. This type of resource is helpful in providing information about businesses, schools, religious organizations, public parks, etc; in addition to how to gain access to them. By expanding in size even in map form, additional resource information will present residents and non-residents options on how to circulate throughout the framework of the neighborhood. By process of circulation (pedestrian, motor or otherwise), people's spatial understanding of the neighborhood, through visual association to distinguishing physical structures (natural or constructed) may change. Although, the size of the boundary adjustment, in addition to whether it is an expansion

or reduction, may be an important factor in determining the extent of how a neighborhood will be affected by a boundary adjustment.

I feel that the process, regardless how confusing or overwhelming it may seem, the process deserves an equal amount of reassurance. Author and scholar of Urban Design Theory, Kevin Lynch states that:

It seems evident that settlement design can reinforce an agreed-upon image of community by means of separations, the placement of local centers, the diversion of main trafficways, the exploitation of irregularities of terrain, and other differentiation's of physical character. As long as these visual compartments do not block general access patterns and do not constrain social contacts or service areas, they increase legibility, decrease the noise and danger of fast traffic, and increase the possibility of local organization and control, all without major cost (Good City Form).

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Citizens for A Loring Park Community (CLPC)
Minnesota Center for Survey Research (MCSR)

LAND-USE OF THE LORING PARK NEIGHBORHOOD (draft one)

1966 (See Appendix A, Map 1)

The change in land-use in the Loring Park Neighborhood changed from predominantly intensively used residential land, to a mixture of residential and office space. The majority of the land bordering the north east quadrant of Loring park, and land north of Hennepin Avenue (from the I-94 interchange to the Mississippi) was considered mixed industrial-commercial land, and remained so until the mid-1970s. South of Hennepin Avenue to Harmon Place, a layer of general commercial space moved east, and at 12 Street North, expanded into what is currently called Downtown West. 12th Street North (which is notably the border between Loring Park and Downtown West), was (and to some extent still is) used as a major delineation between the two neighborhoods. The east side of 12th was predominantly commercial-office space, and west of 12th was designated residential with pockets of commercial space (along East 12th) that mostly served the Loring Neighborhood. In addition, Nicollet Avenue from the east to west to the Interstate has remained predominantly commercial-office space and historically a commercial corridor for pedestrians and mass-transit.

Large sections of multiple family and residential-office space occupy the majority of the land in the west and southern sections of Loring Park. Public facilities such as schools, churches and hospitals were placed in close proximity to the park; notably Emerson Elementary, Minneapolis Community College, Downtown YWCA, and St. Marks Cathedral are recognized as anchoring institutions and therefore contribute to the identity of the Loring Park Community. Located at the southeastern section of Loring Park was the old Minneapolis Convention Center.

1966-1976 (See Appendix A, Map 2)

The Land Use Plan adopted by the Minneapolis Planning Commission in 1976, shows that Loring Park underwent further commercial and residential development. Family and residential land located south of La Salle Avenue had changed. Four square blocks to the north of 11 St. North and Marquette Avenue had changed designation from family-residential to commercial-residential land. In addition, two city blocks along Hennepin Avenue (from Maple Street to Spruce Place) were converted from general-commercial land to designated public land.

1976-1980s (See Appendix A, Map 3)

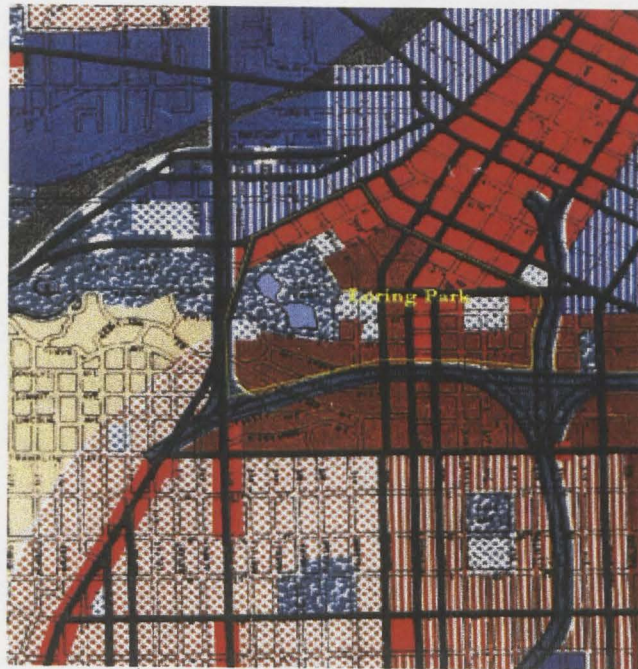
1999 Primary Zoning Districts Map- Outlining Adjustment Area (See Map 4)

1999 Overlay Zoning Map-Section Map of Districts in Study Area (See Map 5)

(MAP 1)

LAND USE PLAN

ADOPTED BY PLANNING COMMISSION
MARCH 17, 1966



RESIDENTIAL

| | |
|--------------------------------------|---------------------|
| Single & Double Family | 0 - 15 DU's/acre |
| Multiple Family | 15 - 40 DU's/acre |
| Multiple Family | 40 - 75 DU's/acre |
| Multiple Family & Residential Office | 75 & over DU's/acre |

COMMERCIAL

General Commercial

INDUSTRIAL

General Industrial
Mixed Industrial Commercial

TRANSPORTATION

Freeways locations determined
Transportation Corridors demand for freeway level facilities is known
Arterial Streets
Railroad Yards & Airports

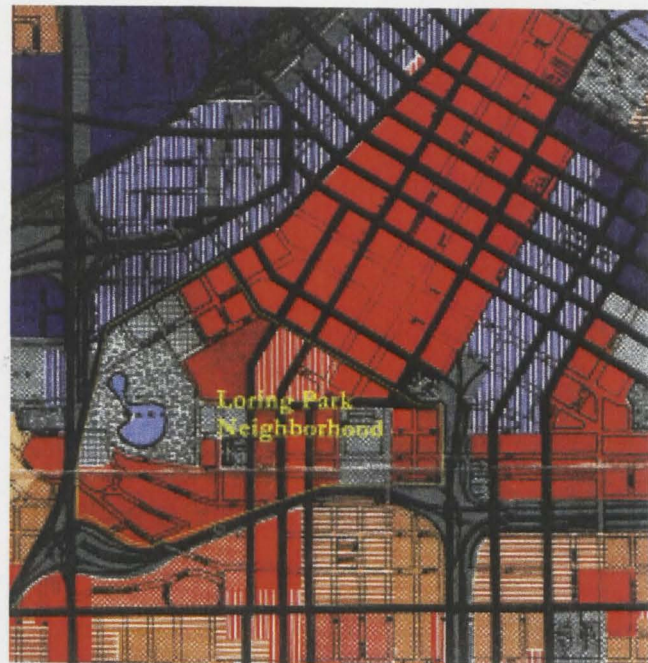
PUBLIC FACILITIES

Parks & Playgrounds
Other Public Facilities
schools, churches, hospitals, etc

(MAP 2)

LAND USE PLAN

ADOPTED BY CITY PLANNING COMMISSION
AS OF FEBRUARY 1976



| | |
|------------------------|---------------------|
| Single & Double Family | 0 - 15 DU's/acre |
| Multiple Family | 15 - 40 DU's/acre |
| Multiple Family | 40 - 75 DU's/acre |
| Multiple Family | 75 - 109 DU's/acre |
| Office-Residential | 15 - 40 DU's/acre |
| Office-Residential | 40 - 75 DU's/acre |
| Office-Residential | 75 & over DU's/acre |

COMMERCIAL

General Commercial
Commercial-Residential
Commercial-Residential-Institutional

INDUSTRIAL

General Industrial
Industrial-Commercial

TRANSPORTATION

Freeways locations determined
Transportation Corridors demand for freeway level facilities is known
Arterial Streets
Railroad Yards & Airports

PUBLIC FACILITIES

Parks & Playgrounds
Riverfront Recreation
Health & Health Related
Other Public Facilities
schools, churches, hospitals, etc

* PLANNED UNIT DEVELOPMENT UNIT






(MAP 3)

LAND USE PLAN

Hearing Draft

Minneapolis Plan for the 1980s



RESIDENTIAL

-  LOW DENSITY
0-15 DU's/acre
-  MEDIUM DENSITY
15-50 DU's/acre
-  HIGH DENSITY
Over 50 DU's/acre












COMMERCIAL

-  OFFICE
-  RETAIL
-  NEIGHBORHOOD
-  COMMUNITY
-  REGIONAL
-  DOWNTOWN
-  GENERAL

INDUSTRIAL

-  LIGHT
-  GENERAL

SOCIAL/CULTURAL

-  PARKS & OPEN SPACE
-  RIVERFRONT RELATED
-  HEALTH &
HEALTH RELATED
-  OTHER
- EDUCATION
 -  ELEMENTARY
 -  JUNIOR HIGH
 -  SENIOR HIGH
 -  PRIVATE
-  COLLEGE
-  CULTURAL
-  CEMETERY

TRANSPORTATION

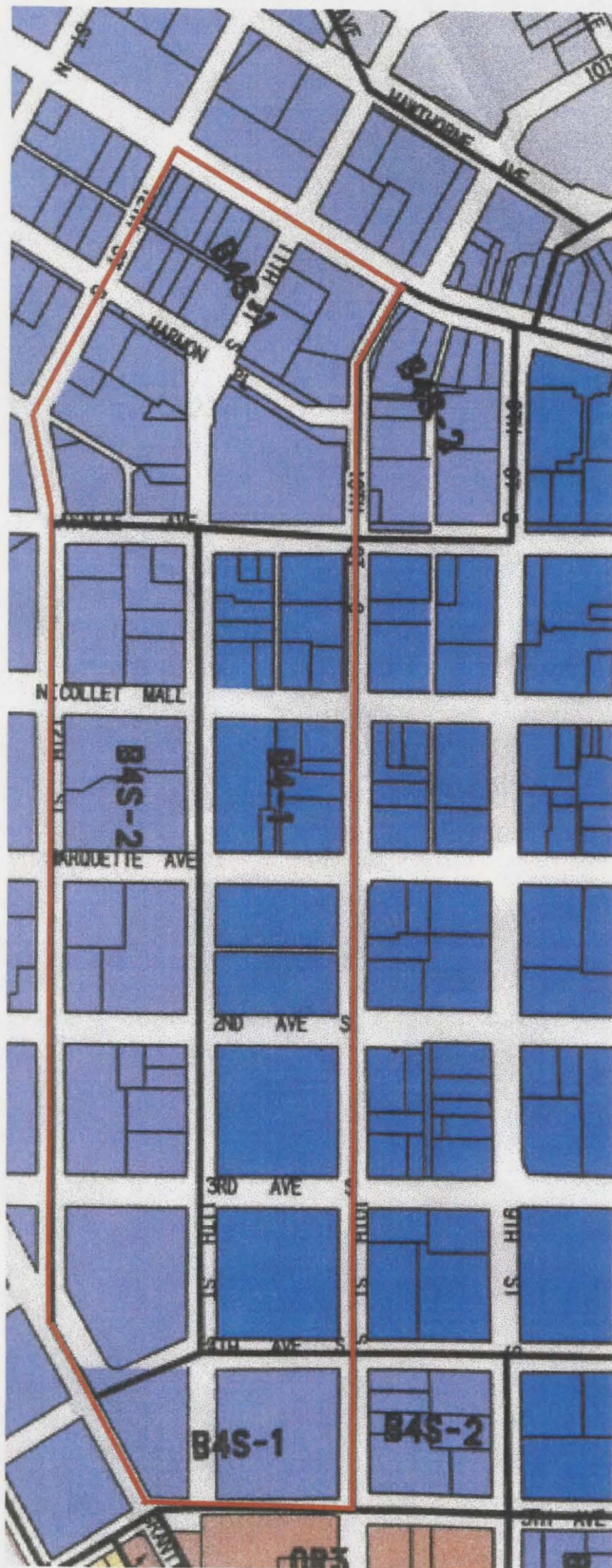
-  FREEWAYS
-  RAILROAD YARDS &
AIRPORTS



(MAP 4)

1999 Primary Zoning Districts Map

Outlining Loring Boundary Adjustment Study Area



Zoning Districts

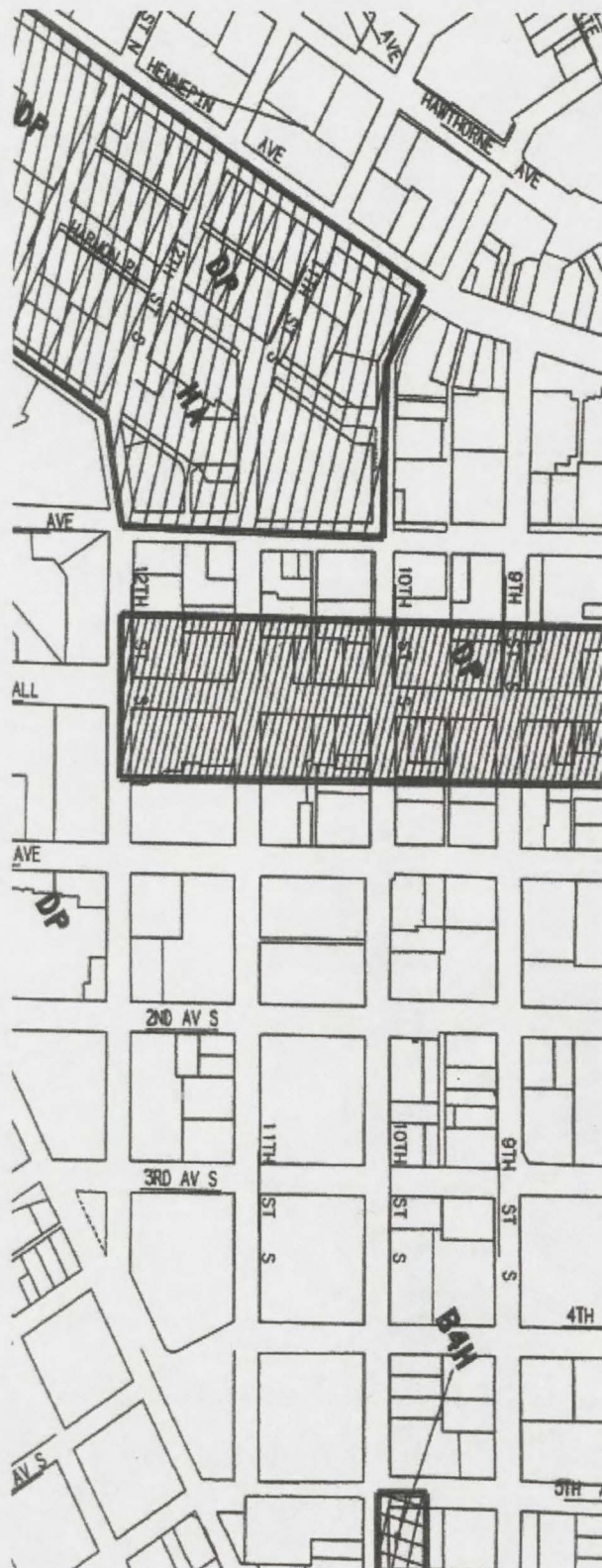
| | |
|--|-----------|
| | R1 to R2B |
| | R3 to R6 |
| | OR1 - OR3 |
| | C1 |
| | C2 - C3S |
| | C4 |
| | I1 |
| | I2 |
| | I3 |
| | B4 |
| | B4S |
| | B4C |

Red line indicates area
included by boundary
adjustment

(MAP 5)

1999 Overlay Zoning Districts

Section Map of Districts in Study Area



Overlay Districts

| | |
|--|------------------------------------|
| | PO Pedestrian Oriented |
| | LH Linden Hills |
| | IL Industrial Living |
| | TP Transitional Parking |
| | SH Shoreland * |
| | FP Floodplain |
| | MR Mississippi River Critical Area |
| | DP Downtown Parking |
| | B4H Downtown Housing |
| | DH Downtown Height |
| | NM Nicollet Mall |
| | HA Harmon Area |

* See zoning office for specific SH
Shoreland Overlay District locations